



COMMISSION OF INQUIRY
ON
REMUNERATION OF ELECTED
PROVINCIAL OFFICIALS

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December 1, 1984

The Honourable Arthur R. Donahoe
Speaker of the House of Assembly
Province House
Halifax, Nova Scotia

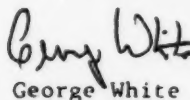
Dear Mr. Speaker:

We were appointed as Commissioners pursuant to Chapter 29 of the Statutes of Nova Scotia, 1983, to make an enquiry and a report respecting the indemnities, allowances and salaries to be paid under the House of Assembly Act, the Executive Council Act and the Members' Retiring Allowances Act.

Having completed our enquiry, in fulfillment of the commission assigned, we respectfully submit the accompanying report.

Yours sincerely,


W. Andrew MacKay


George White

NOVA SCOTIA

COMMISSION OF INQUIRY

ON

REMUNERATION OF ELECTED

PROVINCIAL OFFICIALS

REPORT

1 December 1984

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I. INTRODUCTION

In accordance with section 43A of the House of Assembly Act, the Speaker of the House appointed a Commission by letter dated September 21, 1984, "to make an enquiry and a report respecting the indemnities, allowances and salaries to be paid under the House of Assembly Act, the Executive Council Act and the Members' Retiring Allowances Act."¹

In the past similar Commissions, in 1969, 1974, 1979 and 1982, appointed by the Lieutenant Governor in Council, considered and reported on the adequacy of indemnities, allowances and salaries paid under the three statutes and on services for support of the work of Members. The earlier reports were submitted to the Lieutenant Governor in Council, considered by government of the day and various of the recommendations of earlier Commissions were implemented by amendment to the pertinent legislation.

In 1983 section 43A of the House of Assembly Act was enacted to provide that the Speaker annually appoint persons to make inquiry and to report by December 1st. The section also provides that the Speaker, upon receipt of the report containing recommendations "shall cause the recommendations to be implemented and they shall have the same force and effect as if enacted by the Legislature", and "the recommendations shall apply from the first day of January immediately following the year" in which the report is made.²

As Commissioners appointed by Mr. Speaker, we are authorized under the Act to make "an enquiry and a report respecting the indemnities, allowances and salaries to be paid"³ under the three statutes. Following the process adopted in the Report of a similar Commission in 1983⁴ we limit our recommendations in this Report to those matters that we consider fall clearly within the words "indemnities, allowances and salaries", and we would expect only those matters dealt with by recommendations would be implemented by the Speaker to be effective January 1, 1985.

Other matters that have been brought to the attention of, or which have occurred to the Commissioners and on which we express an opinion in this report we have classified as proposals, for consideration of the Speaker, Government, the Legislature Internal Economy Board, Members of the

House of Assembly or others concerned with its work. We have made these proposals in the expectation that they warrant careful consideration as measures that could assist the work of the House or its Members or that would maintain the confidence of the public at large in the arrangements made for those elected to the provincial legislature.

Soon after our appointment as Commissioners a general election was called with polling day set for November 6th, 1984. As Commissioners we met to consider issues ourselves but we avoided seeking any information or views of others until after November 6th. Some matters were raised in the course of the general election campaign relating to expenses paid to members of the House, matters which were already under review by the Auditor General in the ordinary course of review of public expenditures by that office. Since there is a regular process for review of such matters, by the Auditor General, we as Commissioners take our mandate to be the making of recommendations, or proposals for consideration, to be applicable commencing in 1985.

In the course of the Inquiry the Commission sought comment, advice and assistance through advertisements, and through appointments and by writing to a number of groups and individuals. All Members of the 53rd Assembly and those elected on November 6, 1984 to serve in the 54th Assembly were contacted. The Commissioners met with several and received written or oral comments from others. Advice and comments were received from officers of the House and from public servants associated with the work of the House and the Executive Council and from others.. As Commissioners we record our appreciation for the assistance given us.⁵

Recent information on remuneration and the arrangements for support of legislators in other provinces was obtained from Canadian Legislatures: The 1983 Comparative Study, published by the Office of the Assembly, Queen's Park, Toronto, and from the editors of that annual study - Mr. Robert J. Fleming, Director of Administration for the Legislative Assembly of Ontario, and his Executive Assistant Mr. J. Thomas Mitchinson. The editors of this annual study provided information available since their latest publication, particularly relating to 1984. The Commissioners appreciate their assistance and acknowledge the value of this annual study which greatly facilitates comparisons of arrangements prevailing in legislatures across Canada.

II. INDEMNITIES, ALLOWANCES AND SALARIES: BACKGROUND CONSIDERATIONS

1. Basic Indemnities, Allowances and Salaries for M.L.A.'s and Ministers

Under the House of Assembly Act provision is made for payment of annual indemnities and allowances for Members of the House of Assembly, and of salaries to its officers, to the Leader of the Opposition and to the leader of a recognized party.⁶ Salaries for the Premier and for Ministers are provided under the Executive Council Act.⁷

The statutory provisions for specific indemnities, allowances and salaries were last amended in 1982, following the report of an earlier Commission of Inquiry, and those provisions, in accordance with that report, specify certain levels for indemnities, allowances and salaries for 1983 and subsequent years. These levels of remuneration have not been implemented because of government restraint policies and because of the amendment of the House of Assembly Act in 1983⁸ providing for a Commission to be appointed annually and the recommendations of the Commission regarding indemnities, allowances and salaries paid to Members and to Ministers to be implemented for the following year by the Speaker.

In accord with the recommendations of the Commission reporting in December 1983, the basic indemnities, allowances and salaries paid in 1984 are set out in Table A, on the following page.

Table A

**BASIC INDEMNITIES, ALLOWANCES AND SALARIES FOR M.L.A.'S,
SALARIED MEMBERS AND MINISTERS IN NOVA SCOTIA, 1984**

	<u>Annual Indemnity</u>	<u>Annual Expense Allowance</u>	<u>Annual Salary</u>	<u>Total Basic Remuneration</u>
Member	\$19,400	\$9,700	\$ -	\$29,100
Speaker	19,400	9,700	30,300	59,400
Deputy Speaker	19,400	9,700	15,150	44,250
Leader of the Opposition	19,400	9,700	30,300	59,400
Leader of a Recognized Party*	19,400	9,700	15,150	44,250
Minister with Portfolio	19,400	9,700	30,300	59,400
Minister without Portfolio	19,400	9,700	7,500 to 30,300	36,600 to 59,400
Premier	19,400	9,700	39,100	68,200

* There was no recognized (third) party in the 53rd Nova Scotia House of Assembly, (1981-1984)

The recent history of basic indemnities, allowances and salaries paid to M.L.A.'s and salaried Members, since 1978, appears in Appendix D, Table D-1.

2. Additional Payments to Members for Services in the House

In addition to basic indemnities, allowances and salaries for Members and for Ministers, provision is made for additional payments to Members of the House of Assembly for certain responsibilities discharged in the House or in its committees.

Somewhat similar arrangements prevail in other legislatures in Canada. Though we are not confident we have full and complete understanding of current arrangements elsewhere, a summary of these arrangements reported in 1983 appears in Appendix D, Table D-3. The principle underlying these arrangements is that members who are assigned responsibilities important for the working of the House of Assembly should receive additional remuneration for those responsibilities.

In Nova Scotia provision is now made for payments of this sort by regulation of the Legislature Internal Economy Board.⁹ In 1984 the Board provided additional payments as follows: House Leader (\$5,000 per annum), Deputy House Leader (\$3,000 per annum), House Leader of the Official Opposition (\$2,000 per annum), Whip of each Party (\$85 per Member in the House), and Caucus Chairperson of each Party (\$85 per Member in the House). In addition, the Board provided additional payments for the chairperson and for members of Standing and Select Committees of the House, of certain other committees and of the Board itself. The arrangements for committee service payments in 1984 are set out in Appendix E, Legislature Internal Economy Board Regulation Number 1, (BRI-84) which was tabled in the House of Assembly June 8, 1984.

Under the arrangements approved by the Board in 1984 payment for service as chairperson and as members of Standing Committees is limited to three committees. The arrangements reflect recognition that the Law Amendments Committee involves particularly onerous service, that certain other committees, namely those concerned with Private and Local Bills, Industry, Public Accounts, and Internal Affairs, generally involve a second order of service and importance, and that the other Standing Committees of the House, namely on Agriculture, Education, Environment, Fisheries, Human Resources, Labour, Lands and Forests, Mines and Energy, Tourism, and Veterans Affairs, generally have been less active and onerous.

The Board also provided for payments for service on not more than two Select Committees of the House, which included in 1984 Committees on Economic Development of Nova Scotia, Emergency Measures Organization, Health Care, the Offshore Region, Tourism, and Volunteer Fire Services.

In addition, payments were approved for service on the Special Committee on the Rules and Forms of Procedure of the House of Assembly, the Legislature Annex Renovation Committee, the Legislature Internal Economy Board itself and the Striking Committee.

In 1984 payments for committee service were made to all Members of the House, with an average of payments to all Members of \$8,530 (compared with \$8,190 in 1983). The median of all payments was \$8,475 (compared with \$7,400 in 1983). In 1984 the median of payments to private Members was \$9,450 and to Ministers was \$7,200.

3. The Legislature and the Role of the M.L.A.

The M.L.A. in the 1980's has two basic roles. First, the Member is a legislator involved in the increasingly complex tasks of government. Second, the Member is called upon to assist and serve constituents in a multitude of ways and with all kinds of problems, sometimes of more direct concern to others than the provincial government.

In the primary role, as legislator, changes in technology, commerce and trade, social values, development issues and the rapidity of change itself have made the legislative function a more demanding vocation. This is more than ever the case as government and the legislature seek to manage the affairs of the province in an era of restraint and at the same time in Nova Scotia an era of considerable economic promise. For private Members, whether in government or in the opposition, the role is a demanding one, and it is even more so for the Premier and for Ministers who are responsible for governing through the Legislature and for the administration of government.

The greater complexity of government is in part the result of increasing need for cooperation and coordination between levels of government and between the public and private sectors. M.L.A.'s are required to become familiar with and deal effectively with a wide range of issues and concerns.

While it is impossible to make a definitive assessment of the M.L.A.'s legislative workload, one measure of the increasingly complex task of government is to review the pattern of legislature sittings over the last two decades. Appendix D, Table D-4, sets out this pattern. The average number of sitting days per year has more than doubled since the mid 1960's. The 48th Assembly met an average of 34 days a year and the 49th Assembly (1967-70) averaged 42 days, whereas the 52nd Assembly (1978-81) sat an average of 75 days per year, and the 53rd Assembly (1981-84) sat an average of 73 days per year.

Not only are the sessions lengthy, days with extended hours of sitting have also become a regular feature of the pattern of legislative sittings: now one-third and sometimes more of the sitting days of the House have extended hours.

Another measure that may provide some insight into the expanding work of the legislature is the number of bills passed in the House each year. The table below shows the increase in the number of acts passed over the past seven years.¹⁰ In later years the average number of public acts has grown to exceed 65 and total acts passed have generally exceeded 100.

Table B

ACTS PASSED BY THE LEGISLATURE, NOVA SCOTIA

	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>
Public	43	53	65	66	69	67	67
Total	76	72	98	132	108	100	90

In addition to their role in the House itself, all Members also serve on standing, select or special committees. Some select or special committees meet when the House is not in session. Opposition Members generally have responsibility for monitoring and commenting upon particular aspects of government policy and practice, and not only when the House is in session. Members of all parties in the House also meet in caucus throughout the year. Thus, in the legislative role, every Member of the House spends considerable time throughout the year on business of the province whether or not the Assembly is in session.

The second role of the M.L.A. is to assist and serve constituents in a multitude of ways. While the constituency "case load" may vary from one constituency to another, and among Members, this general role has continued to grow. Especially in the difficult economic times of the past few years Members often now maintain several hundred active files of constituents' problems and concerns. M.L.A.'s are expected to deal with all manner of problems including many that are primarily the concern of other levels of government. No doubt the same may be true for other elected members of national or local governments, but all seek to serve their constituents who cannot be expected to be clear in our complex federal society about the actual responsibilities of each government.

Service to constituents is rendered year round. For Ministers, assistance with this service is available through the Minister's office staff. For private Members assistance with this service is provided through limited secretarial assistance in the constituency and often by family members. For all Members from outside the Halifax-Dartmouth region service often results in a heavy "case load" of visits and calls on weekends during the period of the year when the House is in session.

Thus while the dual role of the M.L.A. is not necessarily full time in the sense that it takes all the time of every M.L.A., it would be a mistake not to recognize that it is for more and more Members a full-time responsibility and a full-time task to discharge. For all Members the time devoted to legislative and constituency service, and for Ministers to departmental, government and public service generally, would exceed greatly

the hours expected of many people employed full time in other occupations. A Member who today carries on with other responsibilities must work a very long day, and in many cases must have assistance if constituents' concerns are to be dealt with and the public business of the Province is not to be neglected.

The level of remuneration and of support to the M.L.A. must be sufficient to allow the Member to devote the time and effort required to perform the duties expected of him. It should be adequate to permit persons without substantial private means to stand for election and to serve if elected and it should not result in significant financial loss for those who serve. The principles relating to appropriate levels of remuneration and support as set out in the report of an earlier Commission of Inquiry are attached in Appendix F, and we endorse these.

4. Support for Legislators in Other Provinces

The job of the M.L.A. is unlike any other trade or profession. Members must deal with an increasingly wide range of issues and concerns. The Member of the Assembly must act as legislator, negotiator, ombudsman, social worker, public relations officer and perform several other tasks at almost any hour of the day or night, seven days a week and 365 days a year. It is a role with no job security beyond the next election, with the Member's tenure of office subject to public endorsement or rejection at the polls every three or four years.

We believe the work cannot be compared to any other job, except that of legislators elsewhere. Thus, there is merit in comparing the role and remuneration of Nova Scotia M.L.A.'s to elected Members in similar roles in other provinces. Appendix D, Table D-2, sets out the basic indemnity and expense allowance of M.L.A.'s in the 10 provinces as well as the salaries of certain Members for 1984 and Table D-3 is a summary of additional payments for service in the provincial legislatures as reported in 1983.

So far as we can judge measures of workload,¹¹ such as sitting days, bills passed, size of constituency, number of constituents and committees of the House, it would appear that Nova Scotia Members have a workload at least as great as other M.L.A.'s in most provinces in Canada.

The basic statutory remuneration of the Nova Scotia M.L.A. is well below the average for provincial legislators in Canada. Indeed, only in Prince Edward Island and Newfoundland are Members paid less, and in Newfoundland Members are paid an additional travel allowance depending on distance of their constituency from St. John's, in addition to reimbursement for travel for twelve trips per year.

When the average of payments made to Members in Nova Scotia for committee service is added to the indemnity and allowance, the total remuneration would still be less than the indemnities and allowances (without considering additional payments) paid to Members in New Brunswick, Quebec, Ontario and British Columbia. In 1984 total remuneration for Members in Nova Scotia seems reasonably comparable with that paid to their counterparts in other provinces in Canada.

5. Some Indicators of Recent Economic Changes in Nova Scotia

Since the M.L.A.'s role cannot be compared directly with that of any other profession, trade or employment, direct comparisons of remuneration with other groups are inappropriate.

Yet the trend of changes in remuneration for others in the province may be useful in considering possible change for M.L.A.'s. In a number of other provinces and in the federal Parliament statutory provision is made for automatic annual change in remuneration for Members by formulae related to changes in provincial wages and salaries, or in public service salaries generally or in price indexes.

Some indicators of recent economic changes in Nova Scotia appear in Appendix D, Tables D-5 to D-7. The following table summarizes comparative changes in earnings of certain groups since 1978.

Table C

Comparison of Changes in Earnings, Nova Scotia, 1978-1984

Member's Indemnity and Allowance	+50%
Minister's Salary	+44.3%
Public Sector Salaries:	
Teachers	+83.2%
Civil Service Management Group	+49.1%
Deputy Ministers	+41.3%
Provincial Judges	+56.6%

Another factor for comparison is the rate of inflation. As measured by changes in the Consumer Price Index for Canada, the inflation rate continued through 1984 at a level significantly below that prevailing in the early 1980's. As Appendix D, Table D-7 indicates the cumulative increase from December 1978 to the end of 1984 was about 60 percent. We note this compares with increases in the indemnity and allowance for M.L.A.'s of 50 percent and an increase in salaries of Ministers of 44.3 percent for the same period. The annual increase in CPI for Canada for the latest month reported, October 1984, was four percent. For the calendar year 1984 the annual increase is expected to be slightly higher but less than five percent.

In light of the various background considerations dealt with in this section of this Report, we turn now to discussion of arrangements that we recommend should be made for indemnities, allowances and salaries for Members and for Ministers for 1985, and to some proposals that we believe warrant consideration.

III. REMUNERATION FOR M.L.A.'S

The basic remuneration for an M.L.A. in Nova Scotia is now prescribed by an annual report of a Commission of Inquiry under the House of Assembly Act. Long-standing statutory provisions and practice have established remuneration composed of an annual indemnity and an annual allowance for expenses, the latter of which is not subject to income tax. The indemnity and allowance paid in 1984 are \$19,400 and \$9,700 respectively, or a total basic remuneration of \$29,100.

We have already noted that the total of the statutory indemnity and allowance for expenses in Nova Scotia continues, as it has for some years, to be among the lowest paid in any province of Canada for legislators' service. Remuneration was higher in all other provinces except Prince Edward Island and in Newfoundland, aside from substantial travel allowances in the latter province.

However, as noted in the reports of similar inquiries in 1982 and 1983, it seems appropriate in considering the adequacy of the indemnity and allowance for expenses for 1985, to take into account the remuneration to Members for service on committees of the House. It is difficult to compile comparative information on remuneration, whether by way of fees or allowances, paid to Members who serve on legislative committees in other provinces. In some provinces Members are entitled to a fee or allowance for each day a committee sits, while in some other provinces Members serving on a committee are only entitled to a fee or allowance for each day the committee sits outside the capital city or while the House is in recess. Information on the amounts paid for committee service in other provinces is not available.

However, taking into account the average of about \$8,500 for committee fees paid to Members in Nova Scotia in 1984, the Commissioners conclude that the total remuneration paid to Members under existing arrangements is reasonably comparable with total remuneration in other provinces. In New Brunswick, Quebec, Ontario and British Columbia the total of indemnity and allowance alone exceeds payments, including committee fees, to

Members in Nova Scotia. We note also that in some provinces additional payments are made to Members for functions within the Legislature that are not made to Members in Nova Scotia.¹²

The total remuneration taking into account committee fees also seems reasonable when compared with average salaries of selected public sector groups.¹³ Thus, in 1984 the total remuneration of a Member of the Assembly is considerably less than the average salaries paid to Deputy Ministers and Provincial Judges, less than the average salary of the Civil Service Management Group, and only slightly above the average salary of teachers. Yet the expenses of an M.L.A. not recovered by way of expense allowances exceed those of most public sector employees.

In considering current remuneration for M.L.A.'s, we note that the level of the annual indemnity and the annual allowance for expenses since 1978 did not keep pace with the level of average weekly wages in Nova Scotia over the years or with increases in the Consumer Price Index. The increase in indemnities, allowances and salaries in 1984 was slightly less than four percent. However, this is a time of continuing restraint in both the public and private sectors in the province. We understand that salary increases for public sector employees in the province have generally been limited to a maximum of five percent for the next year. It is our considered view that any increase in the indemnity and allowance for expenses for 1985 should be modest, should not exceed general increases to public sector employees, and we recommend:

R-1 For the year 1985, a Member of the House of Assembly be paid an annual indemnity of \$20,280 and an annual allowance for expenses of \$10,140.

This would be an increase of about 4.5 percent in the indemnity and allowance paid to Members, to a total of \$30,420. If, as we also recommend below, there is no increase in the level of committee fees or allowances, the increase in total remuneration for service as M.L.A. in 1985 would be about 3.5 percent for most Members.

In the course of this Inquiry we were urged to consider a formula linking periodic changes in indemnities, allowances and salaries to changes in other conditions; for example, in industrial wages throughout the province, in public service salaries generally, in price indexes, as is now done for Members of Parliament and for legislators in virtually all other provinces. We conclude that such a change in arrangements would be so contradictory to the statutory provision under which this Commission was appointed that it would be for the Legislature itself, not this Commission, to consider such a change.

We turn next to the matter of payments for service on committees of the House. Committees serve the legislative process in all elected assemblies in Canada, in all provinces and in the Parliament of Canada. Remuneration for service on committees, which is provided for under varying arrangements in most legislatures in Canada, does permit recognition for participation in this integral part of the legislative process.

The Commissioners did receive a variety of representations concerning committee fees. These are referred to in our suggestions for review of existing arrangements in section V of this Report. Until a thorough review is completed by representatives of both sides of the House as that section proposes, with respect to fees or allowances for service on committees of the House of Assembly, including the Legislature Internal Economy Board and any committees it may constitute, the Commissioners recommend:

R-2 For 1985, the fees or allowances established in 1984 for service as chairperson or as a member of a committee, not be increased.

This recommendation relates to the system of payments for service on committees established for 1984. We anticipate that the Legislature Internal Economy Board will review and establish for 1985 appropriate arrangements for payment for service on Committees. In that review the Commissioners propose:

- P-1 *The Legislature Internal Economy Board consider the issues raised about these payments set out in Section V of this Report, and pending any review by a committee representing both sides of the House that the Board establish for 1985, within the limits specified in R-2 (above), appropriate arrangements for payment for such service.*

Further we propose that

- P-2 *The Speaker as Chairman of the Internal Economy Board, cause to be tabled in the House of Assembly the schedule established for 1985 for fees or allowances for service on all committees.*

The Commissioners believe it is important to all Members and to the legislative process that the committee system serve the House and the electorate and that arrangements for remuneration for service on committees be known and be perceived as fair and reasonable by Members and by the public at large.

IV. SUPPORT, SERVICES AND FACILITIES FOR THE WORK OF PRIVATE MEMBERS AND OF CAUCUS OFFICES

The support which is made available to a Member, for work both in the constituency and in the capital city, is provided under regulations made by the Legislature Internal Economy Board pursuant to the House of Assembly Act. Administration for the payments to Members presently falls under the jurisdiction of the Board and is handled on a daily basis by the administration staff of the Speaker's Office.

During the course of the recent provincial election, questions were raised publicly concerning the expenses claimed by or payments for expenses to certain Members. We understand from discussions with the Auditor General of Nova Scotia that in the course of his periodic audit last year, there were questions raised concerning expenses of some Members, and that any, among these matters, not yet resolved are under further review and consideration by his office and the office of the Speaker. We further understand that the Auditor General will deal with these matters through the regular and established processes of his office.

The Commissioners have concluded that insofar as the support provided is to ensure services for Members or to meet expenses incurred in discharge of their responsibilities, these matters do not clearly fall within "indemnities, allowances and salaries" about which we might make recommendations that would be implemented. However, to follow the Report of a similar Inquiry in 1983, we have no hesitation in advancing proposals for consideration. We quote from last year's Report, p.17:

It is the firm belief of the Commissioners, one not questioned in any of the representations made to us, that the public at large supports a reasonable level of assistance, of services and facilities for private Members, particularly where these are met through reimbursement of expenses actually incurred and documented.

The M.L.A. is now supported for work in and service to the constituency by a monthly allowance of \$260 and up to an equivalent sum for expenses actually incurred for office space, equipment, meeting places and secretarial services within the constituency. The Member is also provided an annual allowance for postage of \$2,175 and another for travel of \$1,660

an annual allowance for postage of \$2,175 and another for travel of \$1,660 within the constituency. The existing support for work within the constituency does not enable a Member to operate a full-time constituency office unless the costs are substantially borne from the Member's own resources. Some Members have an "office" within their own house (for which they cannot claim expense) while others have found office space outside their homes. Some Members have been able to hire part-time secretarial assistance within the constituency allowances.

It should be noted that Members from rural areas may still have several telephone exchanges within their constituencies and they may have numerous calls with long distances charges. For some Members this may amount to a few hundred dollars a month. Reimbursement for telephone expenses on presentation of invoices may present difficulty and a general allowance for work in the constituency is warranted for matters of this sort. Travel, telephone and similar expenses may be higher in constituencies outside the Halifax area, particularly those in the rural part of the province.

In addition to support for work in the constituency "outside Members" residing more than 25 miles from Halifax are reimbursed for travel expenses for up to 52 trips per year between their constituency and Halifax whether the House is in session or in recess. This is essential for Members residing outside the capital frequently find it necessary to travel to Halifax even when the House is recessed in order to attend to matters on behalf of their constituents. While an outside Member is in Halifax on official business, he or she is entitled to a daily expense allowance of \$50 and up to \$50 for actual expenses incurred for accommodation. A Member from the Halifax-Dartmouth area is also entitled to an expense allowance of \$35 each day that the House is in session.

In support of the work of private Members the Legislature Internal Economy Board provides by regulation for their work through the caucus office, and for secretarial assistance for chairmen of government and opposition caucuses and for private Members.

In the course of this Inquiry we had representations that the existing arrangements for support for Members, especially for work in large rural constituencies are inadequate. We were urged that increased support for an M.L.A. within the constituency is warranted. The Commissioners propose that:

P-3 *The Legislature Internal Economy Board review the existing arrangements for support, services and facilities of private Members, in their constituencies, while in attendance at the House or necessary attendance in Halifax, and through caucus offices to ensure that reasonable expenses actually incurred by private Members in the discharge of their responsibilities are reimbursable, and that services and facilities are appropriate to support their work.*

We urge the Board, so far as administrative efficiency warrants, to provide for payments to Members for support, services and facilities on the basis of reimbursement for reasonable expenses actually incurred and documented. In our view there is general public support for meeting Members' expenses in this manner.

A variety of suggestions for change in existing arrangements were raised in the course of this Inquiry. A number of these are referred to in the following section dealing with review of existing arrangements. In the view of the Commissioners, at this stage these can best be dealt with by a representative committee of Members themselves.

Finally, because of the importance of coordinating arrangements that could be made under different legislation, the Commissioners propose that:

- P-4 To ensure that Ministers are properly supported in their responsibilities as M.L.A.'s, the Legislature Internal Economy Board consider which of the measures for support, services and facilities of private Members are appropriately extended to members of the Executive Council, for whom provision is made under the Executive Council Act for reimbursement of expenses incurred in travel, on official business and for accommodation.
- .

V. REVIEWING ARRANGEMENTS FOR ADMINISTRATION,
COMMITTEE FEES AND EXPENSES

In the course of this Inquiry, and in part as a result of controversy during the campaign leading to the general election on November 6, 1984, a number of issues were raised with the Commissioners which relate to the administrative process of the House and to arrangements for committee payments and for expenses.

In the administration of policies settled by the Legislature Internal Economy Board, the existing practice appears to put the Speaker in the difficult position of senior administrator dealing with issues that concern individual Members. This may work to the disadvantage of the essential independence of his office in relation to business in the House. His office staff have responsibility for administration of accounts relating to payments to Members, to staff and for operations of the House, and for many other functions as well. The Speaker's responsibility in relation to matters of administration for the House arises by virtue of his position as Chairman of the Legislature Internal Economy Board but it is the Board itself and not the Speaker that is responsible for administration. If the Speaker is to act as agent for the Board in matters affecting Members perhaps he should deal with Members through caucus chairpersons, or alternatively a senior officer of the legislature, reporting to the Speaker, might be charged with dealing directly with individual Members on behalf of the Board. The Commissioners propose:

P-5 *The Legislature Internal Economy Board consider the advisability of appointing a person responsible directly to the Board and reporting to the Speaker as Chairman of the Board for implementing and administering all financial matters pertaining to Members and operations of the House of Assembly.*

By long standing practice in Nova Scotia the Board is composed of government Members in addition to the Speaker, as is its counterpart in Newfoundland and in the House of Commons. In the other provincial legislatures except in British Columbia where there appears to be no similar body, the Board includes one or more Opposition Members. The practice of the Board in Nova Scotia has been for its regulations and any record of its proceedings not to be published but commencing in 1984 information, relating to payments for committee service was tabled in the House on behalf of the Speaker.¹⁴

We believe that these arrangements can be improved by providing for representation of the Opposition or of opposition parties as well as of government in the process of assessing appropriate services and support for expenses of Members and appropriate arrangements for payments for committee service. We also believe it important that there be publication by tabling in the House of regulations made by the Legislature Internal Economy Board that provide for payments to, or services and support for Members. We therefore propose for consideration:

- P-6 *The Speaker, as Chairman of the Legislature Internal Economy Board cause to be tabled in the House of Assembly all regulations of the Board that provide for payments to, or services and support for expenses of Members.*
- P-7 *If the Legislature Internal Economy Board does not include representation from the Opposition, an all party Committee of the House of Assembly, perhaps the Internal Affairs Committee, consider arrangements for payments for service on committees of the House and for support, services and facilities for Members and the recommendations of this committee be presented to the Legislature Internal Economy Board for consideration and decision by the Board.*

A committee of this sort exists in the House of Commons and it is reported to be most effective. Involvement of Members from both government and opposition sides of the House in considering appropriate arrangements can ensure that a consensus acceptable to Members generally is developed, that these matters do not become partisan issues, and that in the administration of arrangements that are settled upon representatives on both sides of the House serving on this committee can be called upon to assist informally as may be required.

A committee representative of Members from both sides of the House can best consider and develop a consensus about a number of issues raised with the Commissioners in this Inquiry. Some of the issues about which there currently appears to be need for consensus are the following

A. Concerning Support, Services and Facilities for Members

- the adequacy of existing arrangements to support the work of Members especially within the constituency;
- whether in support of the constituency work of Members arrangements to cover expenses should vary between urban and rural constituencies;
- whether existing allowances and recoverable expenses for specific items of expenses might be replaced by a general allowance for such items, requiring receipts for reimbursement wherever appropriate and administratively efficient, which would permit a Member to allocate expenditures to approved purposes as seems most appropriate to serve his or her constituency, perhaps on the basis of an annual budget for expenses for each Member approved in advance;
- whether part-time services retained on a regular basis by Members raise problems in relation to employment and tax laws, and if so how these can be dealt with most effectively;

- whether provision should be made for a limited fund through caucus offices or otherwise for private Members to arrange for research assistance on a contract basis from time to time;
- whether limited provision should be made for reimbursement of reasonable travel and related expenses incurred by Members other than Ministers for travel within the province or between the province and Ottawa, in service to constituents or in service to legislative responsibilities on issues of public concern.

B. Committees of the House and Payment for Service

- the number and size of committees:
- whether the existing arrangements for payment for service on committees ought to continue or whether they should be modified wholly or in part by measures such as a maximum limit of payments to any Member for service on all committees, or by per diem payments, or by replacing these arrangements with an additional indemnity or an allowance or a combination of indemnity and allowance for committee service, or by providing for payments only for committees which meet to do substantive work, or by payment for standing committees only after committees have submitted an annual report to the House on their activities.

The Commissioners believe these and other questions warrant further consideration. At this stage they are best left to representatives on both sides of the House and to the Legislature Internal Economy Board in the expectation that these processes will lead to development of consensus that best serves the diverse interests of Members, their constituents and the Legislature itself. As arrangements are made and authorized we reiterate that regulations providing for payments to Members or for payment of their expenses should be tabled in the House.

VI. SUPPORT FOR LEADERS OF OPPOSITION PARTIES

The House of Assembly Act makes provision not only for salaries but also for support for the Leader of the Opposition and for the leader of a recognized party. The Act also provides for reimbursement of reasonable expenses incurred for travel or otherwise by these leaders in discharge of official duties within limits determined by the Legislature Internal Economy Board.¹⁵

The Act stipulates the form of support to be provided for the Member occupying the recognized position of Leader of the Opposition to provide for office premises and equipment, secretarial services, research assistance and it also specifies the staff to be employed at public expense in the office of the Leader.¹⁶

The leader of a recognized party is defined as "the leader in the House of a party represented by two or more members other than the Premier or the Leader of the Opposition whose party was a 'recognized party' in accordance with the Elections Act and had candidates standing for election for three-quarters of the seats of members in the House and whose party received ten percent or more of the votes officially recorded in the latest general election of members of the House."¹⁷ The Act then makes provision for support for the leader of a recognized party in the form of office premises and equipment, secretarial and research assistance and specifies staff to be employed at public expense.¹⁸

In the 53rd Assembly, 1981-84, there was not a leader of a recognized party, and accordingly it had not been necessary for the Legislature Internal Economy Board to determine reasonable expenses incurred for travel or otherwise for which such a leader would be reimbursed. The Commissioners propose that:

P-8 *The Legislature Internal Economy Board review arrangements for a Member being a leader of a recognized party, other than the Premier and the Leader of the Opposition, to be indemnified for reasonable expenses incurred for travelling or otherwise in the discharge of official duties.*

The Commissioners have no other specific recommendations or proposals for change for support for the Leader of the Opposition and the leader of a recognized party.

In the 53rd Assembly which existed prior to the election of November 6, 1984, provision was also made for limited support to certain Members who were leaders of political parties but who did not meet the statutory criteria for support as the leader of a recognized party. This limited support was authorized by regulation of the Legislature Internal Economy Board pursuant to section 43 of the House of Assembly Act; it provided for minimal support in the form of office space, secretarial service, furniture, telephone, equipment and postage. The Commissioners assume the Board will authorize similar support for any such Member in 1985.

**VII. SALARIES OF MEMBERS HOLDING OFFICE
AND EXPENSES OF MEMBERS OF THE EXECUTIVE COUNCIL**

This section of the report pertains to remuneration and expenses for those who hold office pursuant to the Executive Council Act and to remuneration for those who hold office in the House of Assembly.

The Premier and Ministers of the Crown (including those without portfolio) are paid a salary for their offices in accordance with the Executive Council Act. The House of Assembly Act provides an annual salary for the Speaker, Deputy Speaker, Leader of the Opposition and the leader of a recognized party (other than the Premier or Leader of the Opposition). The recent history of salaries for these offices is traced in the reports of earlier Inquiries of this nature. The summary record of salaries paid for these offices in recent years appears in Table D, below.

Table D

**SUMMARY RECORD OF SALARIES PAID TO DESIGNATED OFFICE HOLDERS
1979 - 1984**

	<u>1979-82</u>	<u>1983</u>	<u>1984</u>
Premier	\$32,000	\$37,630	\$39,100
Minister with Department	25,000	29,150	30,300
Minister without Portfolio	Up to 25,000	Up to 29,150	Up to 30,300
Speaker	15,000	29,150	30,300
Deputy Speaker	7,500	14,575	15,150
Leader of Opposition	25,000	29,150	30,300
Leader of recognized party	10,000	(14,575)*	(15,150)*

*There was no leader of a "recognized party" in 1983 or 1984

The total remuneration comprised of a Member's indemnity and allowance and the salary for office of the Premier and for Ministers is lower in Nova Scotia than in all provinces except Prince Edward Island, Manitoba and possibly Newfoundland. The same is true for remuneration of the Opposition Leader, and the leader of a recognized party (where provision is made for this office). The pattern of remuneration for the offices of

Speaker and Deputy Speaker varies somewhat more, but the relationship of those offices one to another and of the office of Speaker to that of a Minister having charge of a department, as reflected in salary arrangements in Nova Scotia in the last two years, seems appropriate to the Commissioners.

Salaries for offices held by some other Members of the Assembly are established by the Legislature Internal Economy Board: namely, for the House Leader (\$5,000 per annum in 1984), Deputy House Leader (\$3,000 per annum), House Leader of the Official Opposition (\$2,000 per annum), Whip of each Party (\$85 per Member in the House), and Caucus Chairman of each Party (\$85 per Member in the House). These salary amounts were in effect for 1983 and were not changed in 1984.

We recommend that salaries for several officers be increased by about 4.5 percent and be established as follows:

- R-3 *For 1985 the salary of the Premier, under the Executive Council Act, be \$40,860.*
- R-4 *For 1985 the salary of a Minister having charge of a Department, under the Executive Council Act, be \$31,670.*
- R-5 *For 1985 the maximum possible salary for a Minister without portfolio, under the Executive Council Act, be \$31,670.*
- R-6 *For 1985 the salary of the Speaker, under the House of Assembly Act, be \$31,670.*
- R-7 *For 1985 the salary of the Deputy Speaker, under the House of Assembly Act, be \$15,835.*
- R-8 *For 1985 the salary for the Leader of the Opposition, under the House of Assembly Act, be \$31,670, and for the Leader of a recognized party, under the House of Assembly Act, be \$15,835.*

For other salaried Members for whom salaries or payments for offices are provided under regulation, we recommend:

R-9 *Salaries established by regulation of the Legislature Internal Economy Board for offices of House Leader, Deputy House Leader, House Leader of the Official Opposition, Party Whips and Caucus Chairpersons of each Party not be increased.*

In accordance with section 6 of the Executive Council Act, all members of the Executive Council are entitled to payment to indemnify them for reasonable expenses incurred for travelling or otherwise in the discharge of official duties. The Premier has been entitled to a representation allowance of \$3,000 in 1984 to cover additional miscellaneous expenses that the person holding the office of first Minister in the province incurs in the discharge of his duties. We propose:

P-9 *The representation allowance of the Premier be reviewed and be increased to a level up to \$3,500 for 1985 in recognition of the expenses incurred personally by the Premier in discharge of duties of his office.*

All those members of the Executive Council who are outside Members as defined in the House of Assembly Act, are entitled to an amount to reimburse them for travelling expenses between Halifax and the constituency and for actual expenses incurred as a result of being in Halifax while a member of the Council. One of the more important allowances provided for Ministers who are "outside Members" is an allowance for rental of accommodations in Halifax, in recognition of the fact that in most cases their service to the Province requires them to have a second residence. We believe this allowance should permit recovery of rental costs incurred for reasonable accommodations. No one expects Ministers to serve without appropriate reimbursement for reasonable expenses incurred by reason of their office, including travelling expenses and costs for reasonable accommodation in Halifax.

The Commissioners recommend:

- P-10 *The allowance for Ministers who are "outside Members" of the House of Assembly Act for rental of living accommodations in Halifax be adjusted to permit reimbursement of actual expenses incurred for reasonable accommodations.*

VIII. SALARIES FOR OFFICERS OF THE HOUSE

There are presently four Officers of the House of Assembly as designated by Part VII of the House of Assembly Act. They are the Chief Clerk, Assistant Clerk, Legislative Counsel and Sergeant-at-Arms. The Chief Clerk, Assistant Clerk and Legislative Counsel are designated by the Act as appointees of the Governor in Council and under the Public Service Act the Sergeant-at-Arms is appointed by the House.

Historically, the salaries of the Chief Clerk, Assistant Clerk and Sergeant-at-Arms had been fixed by statute. However, in 1984 these annual salaries were set by regulation of the Legislature Internal Economy Board pursuant to sub section 43(3) of the Act to be \$31,200 for the Chief Clerk, \$26,000 for the Assistant Clerk and \$16,640 for the Sergeant-at-Arms.

The Commissioners propose that:

P-11 *The salaries of the Chief Clerk, the Assistant Clerk and the Sergeant-at-Arms be reviewed by the Legislature Internal Economy Board and set for 1985 at a level not higher than five percent above salaries for 1984.*

The House of Assembly Act provides for reimbursement to Officers of the House, as may be authorized by the Speaker or other member of the Legislature Internal Economy Board, to indemnify them for reasonable expenses of travel, accommodation or otherwise incurred while absent from their ordinary place of residence in connection with business of the House or of the Province.¹⁹ It is perhaps a carry-over from earlier days that regulations of the Legislature Internal Economy Board have continued to provide relatively modest allowances for the Chief Clerk and the Assistant Clerk on account of telephone and postage expenses. The appropriateness of such allowances may now be questionable; in the view of the Commissioners they should not be increased for 1985.

The Legislative Counsel, though an officer of the House appointed by the Governor in Council, is the only officer whose salary was not originally set by statute but rather was determined by the Governor in Council. In the Report of a similar Inquiry in 1983 it was proposed that these arrangements be reviewed and consideration be given to establishing salary for this officer by the Legislature Internal Economy Board. We understand that by Order in Council authority has now been given to the Board for establishing salary for the Legislative Counsel and that for pension purposes he has been classed with Deputy Ministers. In considering salary for the Legislative Counsel the Board should consider length of public service, experience in office and the special qualifications required for the position, which we suggest now warrants salary classification with that of the most senior group of Deputies.

IX. ALLOWANCES UNDER THE MEMBERS' RETIRING ALLOWANCES ACT

The Members' Retiring Allowances Act²⁰ establishes a pension account for Members of the Legislative Assembly. Members contribute and government makes an equal contribution and credits interest on the balance in the account from time to time. If at any time the account is insufficient to make payments provided under the Act, the account is then to be credited with sufficient funds for this purpose from the Consolidated Fund of the province.

The following summary, taken mainly from the Report of a similar Inquiry in 1983, describes the arrangements that now prevail for existing Members.

Eligibility for an allowance - A Member must contribute to the account and must have served in two General Assemblies for five years or more, must have attained age 55 and ceased to be a Member, or ceased to be a Member and be totally disabled, or must have died in which case an allowance is payable to a surviving spouse and dependant children.

Contribution by a Member - A Member contributes at the rate of 8% of the indemnity and annual allowance for expenses paid to him, and salaried Members and Ministers contribute 8% of the salary paid to them for their office.

Years of Contribution and Benefits - The maximum years of contribution to the plan are 15 years and for Members benefits accumulate, for each year of contribution and service, at the rate of 5% of the average annual indemnity and expense allowance during the last three years of service. The maximum benefit cannot exceed 75% of the average annual indemnity and expense allowance during the last three years of service. Salaried Members and Ministers are entitled to additional allowances accumulating at the same rate (5%) of the average salary payment for the three highest years of salaried service (or if salaried service is less than three years, then the average is that of the actual years served).

Benefits and the Impact of Inflation - By regulation made under the Members' Retiring Allowances Act allowances paid have been increased in recent years by applying the same indexing factor as has been applied to pensions payable under the Public Service Superannuation Act. Thus former Members or their dependants paid an allowance have the benefit of these arrangements to offset, in part at least, the impact of inflation on the benefits paid. As a result of the recommendation in the Report of a similar Inquiry in 1983 arrangements similar to these were also applied by regulation to those entitled to a deferred allowance, so that the deferred allowance increases in the same way as allowances being paid.

These arrangements are reasonably consistent with pension programmes for legislative service in other provinces of Canada except that a fixed age for entitlement to pension benefits is not required in all provinces. A fixed age for entitlement is required in Alberta (55 years) as in Nova Scotia, and in Saskatchewan and Prince Edward Island (both 50 years).

For some of the legislators in Canada provision is made for an immediate pension regardless of age on leaving the legislature after a qualifying period of service: in New Brunswick after ten years' service, in Quebec after five years' service in two legislatures, in Manitoba after eight years or three legislatures, and in the Parliament of Canada after six years' service. In some other provinces entitlement is determined by a formula relating to age and years of service that permits full allowances related to years of service to be paid at an age less than 55 years, in British Columbia and in Newfoundland (years of age and service equalling 60), and in Ontario (age and service equalling 55).

Three matters relating to retiring allowances were brought to the attention of this Commission. On these we make no recommendation but we propose further consideration of these by others.

The minimum age for eligibility for an allowance to be paid, 55 years (except for an actuarially reduced benefit at an earlier age), is now higher than in all provinces except in Alberta. We were urged to consider recommending reduction in this age requirement, either to a lower fixed age or by a formula relating to age and years of service as is now done in other provinces. There is no doubt that such a change would assist those who make a major commitment to public service in the legislature, often in their prime working years, and who may have their service terminated by choice of the electorate. If that comes after a considerable period of service in the House, the former Member may have great difficulty in re-establishing himself, particularly in his or her middle years and in an economy that may provide few opportunities for older persons. We have not had time to fully assess the implications of possible changes in eligibility in relation to age, but we do propose that this be further considered.

It was also suggested to the Commissioners that consideration be given to improving benefits of survivors of former Members entitled to an allowance, even at a cost to Members of a higher level of contribution than is now provided. Currently a surviving spouse of a former Member entitled to an allowance, or to a former Member who had died in office, is 50% of the allowance to which the former Member would have been entitled, with additional portions of that allowance for dependant children. Again we have not had time to fully assess the implications of appropriate changes that would benefit a surviving spouse or dependant children.

Both of these issues warrant further study. Therefore the Commissioners propose that:

P-12 *The Minister of Finance arrange for a review by actuaries or other pension advisors of the Members' Retiring Allowances Account and the implications for funding of the Account, whether from the Consolidated Fund of the province or from increased contributions by Members, arising from reduction in the age of eligibility for an allowance or from improving allowances to survivors or a former Member entitled to an allowance under the Act.*

Finally, as noted in the Report of a similar Inquiry in 1983, section 13 of the Act provides for computing the number of years of service for purposes of the Act. It provides that if the actual period of service includes a fraction of a year that is one-half or greater it shall be counted as a year of service. In its application the section results in inequity for those who serve a fraction of a year less than one-half.

The Commissioners propose that

P-13 *Section 13 of the Members' Retiring Allowances Act be amended so that in computing years of service for purposes of the Act only the actual number of years and months served be calculated as service.*

This would be consistent with the Public Service Superannuation Act.

X. CONCLUSION

In the course of our Inquiry a variety of matters were brought to the attention of the Commissioners: not all of these have been dealt with or recorded in this report. We do record our gratitude to the many who assisted us by oral or written submissions or by giving Commissioners the benefit of considered opinions on matters relevant to this Inquiry.²¹

The recommendations made for increases in indemnities, allowances and salaries for Members of the House and for Ministers are modest and after increases of slightly less than 4 percent in 1983 we believe a further modest increase of about 4.5 percent is warranted.

In this report the Commissioners have advanced proposals on some matters that may not clearly fall within a definition of "indemnities, allowances and salaries." We have done so in the expectation that these will be carefully considered by those responsible for the operations of the House of Assembly and the Executive Council. We emphasize the importance of a thorough review by those responsible, both of the arrangements for committees of the House and for remuneration for committee service, and of arrangements to meet reasonable expenses incurred by Members in service to their constituents or in service associated with the work of the House. We believe that arrangements to meet expenses actually incurred are important for Members, for their constituents, and for the general public. No one really expects Members to serve at a cost to be borne from their own pockets.

In any review of these matters we believe it important to involve representatives of all parties in the House so that full consideration is given to the interests of Members generally, in their efforts to serve not only as legislators but also to serve constituencies which are very different one from another. In this way arrangements for committee service and for expenses of Members may not be a subject of continuing debate between parties.

In our view it is in the interests of the province and of the system of parliamentary democracy serving Nova Scotia that reasonable arrangements for support of the work of Members and of Ministers be settled, that as these are settled from time to time they be published so that they are known to the general public and widely accepted.

XI. SUMMARY OF RECOMMENDATIONS

The Commissioners make the following recommendations in their report, after inquiry, respecting the indemnities, allowances and salaries to be paid under the House of Assembly Act, the Executive Council Act and the Members' Retiring Allowances Act.

- R-1 *For the year 1985, a Member of the House of Assembly be paid an annual indemnity of \$20,280 and an annual allowance for expenses of \$10,140. (p. 13)*
- R-2 *For 1985, the fees or allowances established in 1984 for service as chairperson or as a member of a committee, not be increased. (p. 14)*
- R-3 *For 1985 the salary of the Premier, under the Executive Council Act, be \$40,860. (p. 27)*
- R-4 *For 1985 the salary of a Minister having charge of a Department, under the Executive Council Act, be \$31,670. (p. 27)*
- R-5 *For 1985 the maximum possible salary for a Minister without portfolio, under the Executive Council Act, be \$31,670. (p. 27)*
- R-6 *For 1985 the salary of the Speaker, under the House of Assembly Act, be \$31,670. (p. 27)*
- R-7 *For 1985 the salary of the Deputy Speaker, under the House of Assembly Act, be \$15,835. (p. 27)*

R-8 For 1985 the salary for the Leader of the Opposition, under the House of Assembly Act, be \$31,670, and for the Leader of a recognized party, under the House of Assembly Act, be \$15,835.
(p. 27)

R-9 Salaries established by regulation of the Legislature Internal Economy Board for offices of House Leader, Deputy House Leader, House Leader of the Official Opposition, Party Whips and Caucus Chairpersons of each Party not be increased.
(p. 28)

XII. SUMMARY OF PROPOSALS

The Commissioners consider that a number of matters which do not clearly fall within their commission "to make an enquiry and a report respecting the indemnities, allowances and salaries to be paid ..." are worthy of further consideration by those responsible for the operations of the House of Assembly. While these are not recommendations to be implemented by the Speaker, the Commissioners, after inquiry, make these proposals.

- P-1 *The Legislature Internal Economy Board consider the issues raised about these payments set out in Section V of this Report, and pending any review by a committee representing both sides of the House that the Board establish for 1985, within the limits specified in R-2, appropriate arrangements for payment for such service. (p. 15)*
- P-2 *The Speaker as Chairman of the Internal Economy Board, cause to be tabled in the House of Assembly the schedule established for 1985 for fees or allowances for service on all committees. (p. 15)*
- P-3 *The Legislature Internal Economy Board review the existing arrangements for support, services and facilities of private Members, in their constituencies, while in attendance at the House or necessary attendance in Halifax, and through caucus offices to ensure that reasonable expenses actually incurred by private Members in the discharge of their responsibilities are reimbursable, and that services and facilities are appropriate to support their work. (p. 18)*

- P-4 To ensure that Ministers are properly supported in their responsibilities as M.L.A.'s, the Legislature Internal Economy Board consider which of the measures for support, services and facilities of private Members are appropriately extended to members of the Executive Council, for whom provision is made under the Executive Council Act for reimbursement of expenses incurred in travel, on official business and for accommodation (p. 19)
- P-5 The Legislature Internal Economy Board consider the advisability of appointing a person responsible directly to the Board and reporting to the Speaker as Chairman of the Board for implementing and administering all financial matters pertaining to Members and operations of the House of Assembly. (p. 20)
- P-6 The Speaker, as Chairman of the Legislature Internal Economy Board, cause to be tabled in the House of Assembly all regulations of the Board that provide for payments to, or services and support for expenses of Members. (p. 21)
- P-7 If the Legislature Internal Economy Board does not include representation from the Opposition, an all party Committee of the House of Assembly, perhaps the Internal Affairs Committee, consider arrangements for payments for service on committees of the House and for support, services and facilities for Members and the recommendations of this committee be presented to the Legislature Internal Economy Board for consideration and decision by the Board. (p. 21)

- P-8 *The Legislature Internal Economy Board review arrangements for a Member being a leader of a recognized party, other than the Premier and the Leader of the Opposition, to be indemnified for reasonable expenses incurred for travelling or otherwise in the discharge of official duties. (p. 124)*
- P-9 *The representation allowance of the Premier be reviewed and be increased to a level up to \$3,500 for 1985 in recognition of the expenses incurred personally by the Premier in discharge of duties of his office. (p. 28)*
- P-10 *The allowance for Ministers who are 'outside Members' of the House of Assembly Act for rental of living accommodations in Halifax be adjusted to permit reimbursement of actual expenses incurred for reasonable accommodations. (p. 29)*
- P-11 *The salaries of the Chief Clerk, the Assistant Clerk and the Sergeant-at-Arms be reviewed by the Legislature Internal Economy Board and set for 1985 at a level not higher than five percent above salaries for 1984. (p. 30)*
- P-12 *The Minister of Finance arrange for a review by actuaries or other pension advisors of the Members' Retiring Allowances Account and the implications for funding of the Account, whether from the Consolidated Fund of the province or from increased contributions by Members, arising from reduction in the age of eligibility for an allowance or from improving allowances to survivors or a former Member entitled to an allowance under the Act. (p. 34)*

- P-13 *Section 13 of the Members' Retiring Allowances Act be amended so that in computing years of service for purposes of the Act only the actual number of years and months served be calculated as service.*
(p. 35)

FOOTNOTES

1. See Appendix B for letter appointing Commission, with a copy of s.43A of the House of Assembly Act, as enacted 1983, c.29.
2. House of Assembly Act, R.S.N.S. 1967, c.128, s.43A(3)(4) as amended 1983, c.29.
3. Idem., s.43A(1).
4. Nova Scotia Commission of Inquiry on Remuneration of Elected Provincial Officials, Report, 1 December 1983.
5. See Appendix C for acknowledgements of assistance provided to the Commission.
6. House of Assembly Act, R.S.N.S. 1967, c.128, ss.40(1), 41(1), 41(3), 41(4) as amended 1982, c.28, s.3.
7. Executive Council Act, R.S.N.S. 1967, c.95, ss.4, 5 as amended 1982, c.24, s.1.
8. House of Assembly Act, R.S.N.S. 1967, c.128, s.43A as enacted 1983, c.29, s.1.
9. The Legislature Internal Economy Board is constituted under the Public Service Act, R.S.N.S. 1967, c.255 as 47, 48 and is composed of the Speaker as Chairman, two members of the Executive Council and one or more Members of the House of Assembly to be appointed by the Governor in Council. It is responsible for appointment of all employees of the House except its principal officers and for supervision of all employees, for preparation of annual estimates of the House, and for the passing of accounts and the general expenditure of moneys in connection with the House. The Board also has authority to provide by regulation under the House of Assembly Act,, R.S.N.S. 1967, c.128,

s.43, for many aspects of the services, expenses and allowances to support the work of Members and generally for any matter to effectively carry out the intent and purposes of the House of Assembly Act.

10. Information provided by the Office of the Chief Clerk and by the Legislative Counsel.
11. See generally, Canadian Legislatures: The 1983 Comparative Survey (ed. Fleming and Mitchinson, Office of the Assembly, Queen's Park, Toronto), pp.66-95.
12. See Appendix D, Table D-3.
13. See Appendix D, Table D-6.
14. See Appendix E.
15. Idem., s.42(7)
16. House of Assembly Act, R.S.N.S. 1967, c.128, ss.42(1),(2)
17. Idem., s.43B.
18. Idem., ss.42(3),(4).
19. Idem., s.51A.
20. R.S.N.S. 1967, c.181, as amended.
21. See Appendix C for acknowledgements of assistance provided to the Commission.

**The Speaker**

House of Assembly
Nova Scotia

PO Box 1617
Halifax, Nova Scotia
B3J 2Y3

902 424-5707

September 21, 1984

Dr. W. Andrew MacKay
President
Dalhousie University
Halifax, Nova Scotia
B3H 4H6

and

Mr. George White, LL.B.
Patterson, Smith, Matthews & Grant
Barristers & Solicitors
P. O. Box 1068
Truro, Nova Scotia
B2N 5B9

Gentlemen:

This will confirm your appointment as Commissioners pursuant to Chapter 29 of the Statutes of Nova Scotia, 1983, to make an enquiry and a report respecting the indemnities, allowances and salaries to be paid under the House of Assembly Act, the Executive Council Act and the Members' Retiring Allowances Act.

I thank you for your willingness to take these duties on again and can assure you of the full co-operation of the Office of the Speaker in carrying out your work.

I look forward to receiving your report on or before December 1, 1984 as required by the Act.

Yours very truly,

A handwritten signature in dark ink, appearing to read "Arthur R. Donahoe".

Arthur R. Donahoe
Speaker

ARD:nk

1983

CHAPTER 29

32 ELIZ. II

223

**AN ACT TO AMEND CHAPTER 128
OF THE REVISED STATUTES, 1967,
THE HOUSE OF ASSEMBLY ACT**

(Assented to the 1st day of June, A.D. 1983)

Be it enacted by the Governor and Assembly as follows:

1 Section 43A of Chapter 128 of the Revised Statutes, 1967, the House of Assembly Act, is repealed and the following Section substituted therefor:

43A (1) The Speaker, after appropriate consultation, shall on or before the first day of October in each year appoint persons to make an inquiry and a report respecting the indemnities, allowances and salaries to be paid under this Act, the Executive Council Act and the Members' Retiring Allowances Act.

(2) The persons appointed pursuant to subsection (1) shall have all the powers and privileges and immunities of a commissioner under the Public Inquiries Act and shall complete their inquiry and deliver their report containing recommendations to the Speaker on or before the first day of December in the year in which they are appointed.

(3) The Speaker, upon receipt of the report containing the recommendations of the persons appointed pursuant to subsection (1), shall cause the recommendations to be implemented and they shall have the same force and effect as if enacted by the Legislature and shall be in substitution for provisions of this Act, the Executive Council Act and the Members' Retiring Allowances Act, as the case may be.

(4) The recommendations shall apply, from the first day of January immediately following the year in which the persons are appointed to make the report, until subsequently changed.

ACKNOWLEDGEMENTS

The Commissioners gratefully acknowledge the contributions of those individuals who made oral or written submissions to them or were helpful when consulted in the course of this Inquiry.

With limited time available to the Commissioners following the general election on November 6, 1984, no public hearings were held. Advertisements were placed to advise the general public of the Commission's work and to invite submissions, oral or written. A few members of the public did respond and we are grateful to them.

We make particular note of a submission from Mr. Donald Murray that dealt not only with the matters of prime concern to the Commissioners but also with the difficulties which Mr. Murray had as a member of the public at large in finding out what were existing arrangements for remuneration and support of elected provincial officials. This submission was also useful in its review and criticism of arrangements for this Inquiry and we have filed with the Speaker a copy of Mr. Murray's submission to be brought to the attention of any commissioners appointed in 1985 for a similar Inquiry.

The Commissioners also had the opportunity to meet with or exchange correspondence with a number of people. We gratefully acknowledge the assistance of the following persons:

Byron Anthony, Deputy Minister, Management Board
Jim Barkhouse, M.L.A., Lunenburg East
Guy Brown, M.L.A., Cumberland Centre
Hon. John M. Buchanan, Q.C., Premier, M.L.A., Halifax Atlantic
A.M. (Sandy) Cameron, Guysborough, Leader of the Liberal Party
Donald Cameron, M.L.A., Pictou East
J.H. Clarke, Secretary to Executive Council
Hon. Robert C. Coates, M.P.
O. Paul Cormier, Auditor General, Nova Scotia
F.J. Dickson, Q.C.
Hon. Arthur R. Donahoe, Q.C., Speaker of the House, M.L.A.,
Halifax Citadel
Tom Edwards, Office of the Auditor General, Nova Scotia
Percy Fleet, Director of Pensions and Payroll Services,
Department of Finance
Robert J. Fleming, Director of Administration,
Ontario Legislative Assembly

J. William Gillis, M.L.A., Antigonish
 Hon. Ronald C. Giffin, Attorney General, M.L.A., Truro-Bible Hill
 John Holm, M.L.A., Sackville
 Don Hubley, Administrative Coordinator, Office of the Speaker
 Dr. Michael Laffin, M.L.A., Cape Breton Centre
 Robert Levy, M.L.A., King's North
 Hon. Joel R. Matheson, Q.C., M.L.A., Halifax-Bedford Basin
 Paul MacEwan, M.L.A., Cape Breton Nova, President and Leader
 of the Cape Breton Labor Party
 Donald P. McInnes, M.L.A., Pictou West
 Greg MacIsaac, M.L.A., Richmond
 Malcolm A. MacKay, Lower Sackville
 John Archie MacKenzie, Inverness North
 Vincent J. MacLean, M.L.A., Cape Breton South
 Kenneth M. Matthews, Q.C., Truro
 Alexa McDonough, M.L.A., Halifax Chebucto
 Leader of New Democratic Party
 J. Thomas Mitchinson, Executive Assistant to Director of
 Administration, Ontario Legislative Assembly
 Carmen F. Moir, Deputy Minister, Policy Board
 Henry F. Muggah, Q.C., Chief Clerk of the House
 Donald Murray, Halifax
 S. Myles Rector, Director of Administration, Office of the Speaker
 Gerald C. Ritcey, Truro
 Hon. Ronald Russell, M.L.A., Hants West
 Hon. Gerald Sheehy, D.V.M., M.L.A., Annapolis East
 Graham Walker, Q.C., Legislative Counsel

The Commissioners wish to draw particular attention to a publication that was most helpful in their inquiry: Canadian Legislatures: The 1983 Comparative Study edited by Robert J. Fleming and J. Thomas Mitchinson, published by The Office of the Assembly, Queen's Park, Toronto. This study presents a comprehensive overview of the workings of the House of Commons and the legislatures of the ten provinces and two territories. Mr. Fleming and Mr. Mitchinson were also most helpful in providing the Commissioners with data for 1984 where it was available.

The Commissioners acknowledge the assistance in their work of S. Myles Rector and Ms. Joan Kelly, both of the Office of the Speaker, who assisted with correspondence and advertising for the Inquiry.

The Commissioners also acknowledge with gratitude the assistance of Mrs. Elizabeth Christian who served as assistant to the Commissioners, making arrangements for the Inquiry, assisting in research and undertaking the preparation and arrangements for publication of this Report.

SUMMARY RECORD OF INDEMNITIES, ALLOWANCES AND SALARIES FOR M.L.A.'S,
SALARIED MEMBERS AND MEMBERS OF THE EXECUTIVE COUNCIL IN NOVA SCOTIA
1978 to 1984

M.L.A.'S		ANNUAL SALARIES IN ADDITION TO M.L.A.'S REMUNERATION							
Year	Annual Indemnity	Annual Expense Allowance	Speaker	Deputy Speaker	Leader of Opposition	Leader of Recognized Party	Minister without Portfolio	Minister with Portfolio	Premier
1978	\$13,200	\$6,600	\$15,000	\$ 7,500	\$21,000	\$ 6,000	\$ 6,000 to \$21,000	\$21,000	\$25,000
1979	14,000	7,000	15,000	7,500	25,000	10,000	7,500 to 25,000	25,000	32,000
1980	14,800	7,400	15,000	7,500	25,000	10,000	7,500 to 25,000	25,000	32,000
1981	15,600	7,800	15,000	7,500	25,000	10,000	7,500 to 25,000	25,000	32,000
1982	16,400	8,200	15,000	7,500	25,000	10,000	7,500 to 25,000	25,000	32,000
1983	18,656	9,328	29,150	14,575	29,150	14,575	7,500 to 29,150	29,150	37,630
1984	19,400	9,700	30,300	15,150	30,300	15,150	7,500 to 30,300	30,300	39,100

INDEMNITIES, ALLOWANCES AND SALARIES FOR ELECTED MEMBERS BY PROVINCE 1984

(WITH EFFECTIVE DATE NOTED)

Effective Date	N.S.	N.B.	P.E.I.	Nfld.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.
1 JAN 84	1 JAN 84	1 JAN 84	1 APR 84	1 APR 83	1 JAN 84	1 APR 84	1 APR 84	1 JAN 84	1 JAN 83	1 NOV 82
Basic Indemnity	\$19,400	\$29,070	\$14,900	\$15,348	\$18,900	\$34,808	\$22,500	\$20,968	\$24,310	\$26,698
Expense Allowance	9,700	11,628	7,000	7,674***	7,841	11,686	11,250	10,484	7,150	13,349
Salaries:										
Premier	39,511	39,428*	39,270	40,000	50,570	42,917	24,110	37,656	50,494	36,480
Minister with Portfolio	30,300	26,284*	27,720	29,000	35,010	25,504	18,111	28,327	37,044	31,283
Minister without Portfolio	up to 30,300	N/A	N/A	14,500	N/A	12,807	13,111	28,327	26,278	N/A
Opposition Leader	30,300	26,284*	22,800	29,000	35,010	29,888	13,111	28,327	37,044	24,762
Leader of recognized party	15,150	N/A	N/A	N/A	13,615	14,998	N/A	14,163	N/A	N/A
Speaker	30,300	19,685	8,600	29,000	35,010	18,826	15,500	11,054	37,044**	24,762
Deputy Speaker	15,150	9,933	4,500	10,000	15,560	7,880	3,500	6,562	18,522**	11,056

* Effective 1 April 1984

** Effective 1 Apr 1983

*** Members also receive travel allowance of \$11,511 to \$15,511 depending on distance constituency to St. John's.

Source: R.J. Fleming and J.T. Mitchinson, editors of Canadian Legislatures: Comparative Survey published annually.

SUMMARY OF ADDITIONAL REMUNERATION FOR PARTICULAR RESPONSIBILITIES
AND FOR COMMITTEE SERVICE IN THE LEGISLATURE BY PROVINCE

A. Particular Legislature Responsibilities (1984)

Responsibility	N.S.	N.B.	P.E.I.	Nfld.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.
Parliamentary Assistant	-	-	-	\$15,000	\$8,340	\$7,880	\$2,500	\$6,907	-	-
Deputy Chair, C'tee of Whole	-	-	-	\$5,000	-	\$5,473	\$2,500	\$1,923	-	-
Standing C'tee, Chair	\$1,700-\$3,500	-	-	\$3,000	\$4,170	\$4,268	-	\$1,923/sess.	-	-
Standing C'tee, Vice-Chair	-	-	-	-	\$1,945	-	-	-	-	-
House Leader	\$5,000	-	-	-	-	-	-	-	-	-
Deputy Gov't House Leader	\$3,000	-	-	-	\$8,340	-	-	-	-	-
Opposition House Leader	\$2,000	-	-	\$15,000	\$13,615	\$9,741	\$2,500	\$1,923/sess.	-	-
Deputy Opposition House Leader	-	-	-	-	\$6,950	-	-	-	-	-
3rd Party House Leader	-	-	-	-	\$11,420	\$7,333	-	-	-	-
Chief Gov't Whip	\$85/mem.	\$1,500	-	\$3,090	\$13,615	\$9,741	\$2,500	\$3,206	-	-
Asst. Gov't Whip	-	-	-	-	\$6,950	\$6,676/4,815	-	\$1,923/sess.	-	-
Chief Opposition Whip	\$85/mem.	\$1,500	-	\$3,090	\$11,670	\$6,676	\$2,500	\$3,206/sess.	-	-
Asst. Opposition Whip	-	-	-	-	\$6,950	\$4,815	-	\$1,923/sess.	-	-
Chief 3rd Party Whip	-	-	-	-	-	\$5,473	-	\$1,035/sess.	-	-
Asst. 3rd Party Whip	-	-	-	-	-	\$4,378	-	\$517/sess.	-	-
Caucus Chairperson, each Party	\$85/mem.	-	-	-	-	-	-	-	-	-

B. Remuneration for Committee Service (1983)

In addition to payments for Standing Committee Chairman and Vice-Chairman, noted above, the following summary reflects arrangements reported for service as Members on House committees:

- per diem - Manitoba and Saskatchewan
- per diem paid when House not sitting in Newfoundland, Prince Edward Island, Quebec, Alberta and British Columbia, and in Ontario similar payments when House not sitting or Committees meet away from Legislature while the House is sitting.
- per diem expense allowance, nonaccountable, paid in New Brunswick
- payments for service on committees, standing or select, meeting whether House is sitting or not, in Nova Scotia

Source: Canadian Legislatures: the 1983 Comparative Study, Robert J. Fleming and J. Thomas Hutchinson, Office of the Assembly, Queen's Park, Toronto; 1984 data supplied by these editors.

SITTING DAYS PER SESSION OF THE NOVA SCOTIA LEGISLATURE
1967-1984

<u>Year</u>	<u>Assembly</u>	<u>Session</u>	<u>Sitting Days</u>	<u>Average Sitting Days per Year</u>
1967	49th Assembly	1st Session	4 days	42 days
1968		2nd Session	33 days	
1969		3rd Session	47 days	
1970		4th Session	45 days	
1970-71	50th Assembly	1st Session	40 days	55 days
		2nd Session	6 days	
1972		3rd Session	57 days	
1973		4th Session	52 days	
		5th Session	11 days	
1974	51st Assembly	1st Session	41 days	69 days
1975-76		2nd Session	69 days	
1976-77		3rd Session	55 days	
1977-78		4th Session	58 days	
1978		5th Session	54 days	
1978-79	52nd Assembly	1st Session	77 days	75 days
1980		2nd Session	64 days	
1981		3rd Session	83 days	
1982	53rd Assembly	1st Session	87 days	73 days
1983		2nd Session	64 days	
1984		3rd Session	67 days	

TOTAL DAYS OF EXTENDED HOURS 1978-1984

1978-79	39 days
1980	25 days
1981	38 days
1982	31 days
1983	33 days
1984	22 days

Source: The Office of the Speaker of the House of Assembly

AVERAGE WEEKLY WAGES, NOVA SCOTIA
(Major Centres)
1978-1983

	<u>Halifax</u>	<u>Amherst</u>	<u>New Glasgow</u>	<u>Sydney</u>	<u>Truro</u>	<u>Yarmouth</u>	<u>Average</u>
Jan. 1979	\$228.70	\$216.20	\$272.08	\$259.04	\$196.34	\$185.31	\$226.28
1980	246.18	239.17	308.68	296.68	210.83	211.15	252.13
1981	275.54	293.30	340.05	317.15	241.62	225.12	282.13
1982	307.33	296.37	374.89	371.86	269.58	248.38	311.40
1983	329.00	321.70	380.87	384.72	276.60	276.26	328.19
July 1983*	333.06	-	408.12	352.03	317.75	-	-
July 1984*	375.76	-	393.69	369.58	332.70	-	-

Increase from January 1979 to January 1983

Increase	\$100.30	\$105.50	\$108.79	\$125.68	\$80.26	\$90.95	\$101.91
Percentage Change	43.86%	48.80%	39.98%	48.52%	40.88%	49.08%	45.04%

Source: Statistics Canada, Employment, Earnings and Hours, "Average Weekly Earnings: Unadjusted for Seasonal Variations, Industrial Composite for Urban Areas." Catalogue 72-002, 1983, Table 14, p.92 for years 1979 to 1983.

* In 1983 Statistics Canada changed its statistical measures; while continuing the same serial publication on Employment, Earnings and Hours. No longer is the industrial composite for Urban Areas calculated but estimates are included, as a transition, for the four centres indicated for July 1983 and July 1984. See Statistics Canada, Employment, Earnings and Hours, Catalogue 72-002, July 1984, Annex 2, p.388.

AVERAGE SALARIES OF SELECTED PUBLIC SECTOR GROUPS
NOVA SCOTIA, 1978-1984

	<u>Year</u>	<u>Average Salary</u>
TEACHERS	Aug. 01/78	\$19,271
	Aug. 01/79	21,294
	Aug. 01/80	23,896
	Aug. 01/81	27,473
	Aug. 01/82	30,251
	Feb. 01/83-Aug. 01/83	33,701
	Aug. 01/84	35,307
DEPUTY MINISTERS	1978	\$44,439
	1979	47,285
	1980	50,714
	1981	55,714
	1982	58,193
	1983	60,521
	(April 1) 1984	62,832
PROVINCIAL JUDGES	Apr. 01/78	\$36,404
	Apr. 01/79	39,317
	Apr. 01/80	42,462
	Apr. 01/81	45,859
	Apr. 01/82	50,838
	Apr. 01/83	53,888
	Apr. 01/84	57,000
CIVIL SERVICE MANAGEMENT GROUP	Apr. 23/78	\$26,372
	Apr. 22/79	28,019
	Apr. 20/80	30,610
	Apr. 19/81	31,953
	Apr. 01/82	34,807
	Apr. 01/83	37,436
	Apr. 01/84	39,311

Source: Nova Scotia Civil Service Commission, November 20, 1984

CONSUMER PRICE INDEX FOR CANADA (All items)
1978-1984

(1981 = 100)

December 1978	76.5
December 1979	84.0
December 1980	93.4
December 1981	104.7
December 1982	114.4
October 1983	119.2
December 1983	119.6
October 1984	123.2

Cumulative Increase: December 1978 to October 1984:

46.7 index points or 60%

Increase October 1983 to October 1984: 4 points or 4%

Source: Statistics Canada, The Consumer Price Index,

Catalogue 62-001, October 1984, Table 2

LEGISLATURE INTERNAL ECONOMY BOARD REGULATION NUMBER 1**CITATION**

1. This regulation may be cited as BR1-84.

AUTHORITY

2. This Regulation is made by the Legislature Internal Economy Board, pursuant to Section 43 of the House of Assembly Act, Chapter 128 of the Revised Statute, 1967, as that Section is enacted by Chapter 39 of the Acts of 1974 and amended by Chapter 22 of the Acts of 1978-79 and Chapter 28 of the Acts of 1982.

INTERPRETATION

3. Unless otherwise stated, in this Regulation, words, phrases and expressions have the same meaning as in the House of Assembly Act.

STANDING COMMITTEES

4. (1) The chairman and the members of each of the Standing Committees of the House shall be entitled to payment for attendance during the year at meetings of those Committees as follows:

- (a) Law Amendments Committee

- (i) the chairman - \$3,500.00

- (ii) each member - \$3,000.00

- (b) Private and Local Bills Committee, Industry Committee, Public Accounts Committee, and Internal Affairs Committee

- (i) the chairman - \$2,000.00

- (ii) each member - \$1,700.00

- (c) all other Standing Committees of the House

- (i) the chairman - \$1,700.00

- (ii) each member - \$1,500.000

- (2) No member shall be paid for service on more than three Standing Committees during a session of the House of Assembly.
- (3) The Chairman and each member of each Standing Committee shall be reimbursed for any expenses incurred in respect of accommodation, meals, travel and other reasonable expenses incurred for meetings of each Standing Committee or in respect thereto while the House is not sitting or when the Standing Committee meets outside Halifax when the House is sitting.

SELECT COMMITTEES

- 5. (1) The Chairman of each Select committee shall be entitled to receive a payment of \$3,250.00 for duties performed in respect of that Select Committee.
- (2) Each member of each Select Committee shall be entitled to receive a payment of \$2,500.00 for duties performed in respect of that Select Committee.
- (3) No member shall be paid for service on more than two Select Committees during a session of the House of Assembly.
- (4) The Chairman and each member of each Select Committee shall be reimbursed for any expenses incurred in respect of accommodation, meals, travel and other reasonable expenses incurred for meetings of each Select Committee of in respect thereto.
- (5) This Section applies to all Select Committees established during the 2nd Session of the 53rd General Assembly.

COMMITTEE ON THE RULES

- 6. (1) This Section applied to the Special Committee established on June 14, 1982, and continued by the House to study the Rules and Forms of Procedure of the House of Assembly.
- (2) The Chairman of the Special Committee shall be entitled to receive a payment of \$3,250.00 for duties performed in respect to the Special Committee.
- (3) Each member of the Special Committee shall be entitled to receive a payment of \$2,500.00 for duties performed in respect of the Special Committee.
- (4) The Chairman and each member of the Special Committee shall be reimbursed for any expenses incurred in respect of accommodation, meals, travel and other reasonable expenses incurred for meetings of the Special Committee or in respect thereto.

LEGISLATURE ANNEX RENOVATION COMMITTEE

7. (1) The Legislature Annex Renovation Committee consisting of the following members:
 - (a) the Speaker of the House of Assembly;
 - (b) the Deputy Speaker of the House of Assembly;
 - (c) the Government House Leader;
 - (d) the Minister of Government Services; and
 - (e) the Leader of the Official Opposition.
- (2) The Speaker of the House is the Chairman of the Committee.
- (3) The remuneration of the Chairman and members of the Committee is \$2,000.00 for the Chairman and \$1,200.00 for each other member of the Committee.
- (4) The Chairman and each member of the Legislature Annex Renovation Committee shall be reimbursed for any expenses incurred in respect of accommodation, meals, travel and other reasonable expenses incurred for meetings of the Legislature Annex Renovation Committee or in respect thereto.

LEGISLATURE INTERNAL ECONOMY BOARD

8. (1) The remuneration of the Chairman and members of the Legislature Internal Economy Board is \$6,000.00 for the Chairman and \$3,00.00 for each member of the Board.
- (2) The Chairman and each member of the Legislature Internal Economy Board shall be reimbursed for any expenses incurred in respect of accommodation, meals, travel and other reasonable expenses incurred for meetings of the Legislature Internal Economy Board or in respect thereto.

APPLICATION

9. This Regulation applies from the first day of January, 1984, to the thirty-first day of December, 1984.

Dated at Halifax, Nova Scotia this 22nd day of December, 1983.

Original signed by members of the Legislature Internal Economy Board.

**Principles Relating to Remuneration and Support for
Members and Ministers**

**Identified in Previous Reports of Commissions of Inquiry
in Nova Scotia in 1977 and 1982**

The primary rewards in an active life of service to the public are the opportunity to serve and contribute to the resolution of social problems and to the improvement of life for all in the province. In our meetings and discussions with elected members, and former members, we have been impressed with this vision by those who so serve, and by the sincerity with which they approach their task. As in an earlier report, we again underline our considered view that over the years Nova Scotia has been singularly blessed by the willingness of able people to take their part in public life. Many have done so at considerable personal sacrifice for themselves and their families. In recent years, as at other times when remuneration for service in office has fallen behind escalating costs, many have served at substantial financial cost to themselves both in direct costs exceeding their remuneration, sometimes to the extent of several thousands of dollars, and indirect losses of income that might be derived from business, professional practice or other activities if time were not so committed to service in government, the legislature and to constituents.

At any time the financial and other circumstances of life for members elected to the legislature will vary on a personal, individual basis. Fortunately, our legislators do not fit any mold and they represent constituencies which vary in size, in economic circumstances and in social standards. From a variety of backgrounds across the province they together provide assurance that our democratic processes ultimately will work to serve our own long-run interests.

While there is no "standard" M.L.A., we have the task of assessing standards for their remuneration. In our view, that task involves developing a standard for fair and reasonable indemnities, allowances and salaries based on certain principles. Those principles enunciated in previous reports include:

- 1) remuneration should be adequate in light of the time and responsibilities involved in office, and the risks of disruption of career and personal opportunities so that our political parties and their leaders, upon whom parliamentary government depends, may attract the most able persons among us to seek office and not deter the best of those elected from accepting and continuing full-time service in government;
- 2) remuneration should be reasonable so that the person who has no personal financial resources except through his vocational earnings, which may be terminated or seriously affected if he is elected, is not dissuaded from seeking office to serve the province merely because of financial circumstances;
- 3) remuneration should be adequate to ensure that M.L.A.'s and Ministers are supported without unfair financial sacrifice upon them or their families, particularly for those in their prime earning years when family and other obligations are likely to be heavy.

Remuneration and support that is fair and reasonable will not unduly encourage anyone interested primarily in financial reward for the balanced judgment of political parties and of the electorate can be counted upon to reject those not primarily interested in public service. Nor will such remuneration result in any significant financial advantage for any elected member who happens to be comparatively well-to-do, for our progressive income tax structure precludes that result.

In the application of these principles a number of factors have been taken into account in previous studies including:

- 1) The evolving workload of M.L.A.'s, the House of Assembly and Minister's both in relation to legislative and governmental concerns of the province, and, for each member in service to constituents.
- 2) Changes in general economic circumstances since the last basic change in indemnities, allowances and salaries — e.g.
 - changes in inflation indexes.
 - changes in wages and salaries in the private and public sectors in the province.
- 3) Comparisons with levels of similar payments for service in the legislatures of other provinces of Canada.